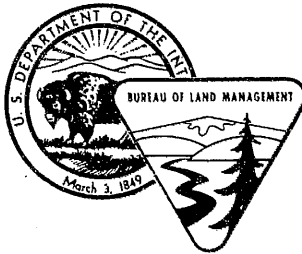


WISCONSIN

Proposed Plan and Environmental Assessment



U.S. Bureau of Land Management

Milwaukee District Office

February 1985



United States Department of the Interior

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September 14, 1984

WISCONSIN: PROPOSED PLAN AND ENVIRONMENTAL ASSESSMENT

Finding of No Significant Impact

The proposed Wisconsin Plan and Environmental Assessment document (Control No. ES-84-002) has been prepared under direction. On the basis of the analysis and consultation summarized therein, I have concluded that no significant environmental effects are likely to occur if the Proposed Plan is implemented. Therefore, no Environmental Impact Statement will be prepared.

Chuck Steele
District Manager

WISCONSIN

Proposed Plan and Environmental Assessment

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WISCONSIN

PROPOSED PLAN AND ENVIRONMENTAL ASSESSMENT

I. INTRODUCTION

This document contains proposed resource management decisions for the Bureau of Land Management (BLM) administered lands and minerals resources in the State of Wisconsin. The Plan (Section III.B.) if approved will guide the future management of BLM administered resources. This planning effort is the culmination of an effort begun in 1982 as the Wisconsin Multiple-Use Plan. The current planning effort, consistent with provisions of 43 CFR 1610.8(b) and other applicable regulations, also contains an environmental assessment (EA). This EA evaluates and compares the probable effects of the Proposed Plan and other reasonable alternatives.

The primary reason for preparing the Wisconsin Plan is to initiate an active management posture with regard to Public Domain lands and Federal minerals. Public Domain (PD) lands are those which have never left Federal ownership.

The Public Domain tracts consist of 815 islands, 7 upland tracts and 5 lake or river lots, totaling approximately 4,200 acres. These are tracts which were left in Federal ownership after the other more desirable lands were placed in State or private ownership during settlement. The tracts include both surface and mineral estate ownership. The tract acreage is scattered throughout 59 Wisconsin counties.

The Federal Mineral Ownership (FMO) under consideration in this plan consists of numerous scattered tracts of Federal mineral estate under surface owned by the State, local units of government, and the private sector. This "split-estate" FMO totals approximately 148,000 acres. The Public Domain mineral estate (above) is also considered in this plan. Thus, the total FMO under consideration is approximately 152,000 acres. This acreage is scattered throughout 67 Wisconsin counties.

It is important to recognize that this planning effort is not a land use plan for private, State, or other (non-BLM) Federal agency resources. In Wisconsin, the majority of BLM administered mineral ownership as mentioned above is "split-estate". BLM administers part or all of the mineral estate, but has no jurisdiction over the surface estate. Since BLM does not manage the surface over these Federal minerals, the Wisconsin Plan does not contain decisions pertaining to use of "split-estate" surface. In addition to FMO acreage assessed in this document, the BLM also has minerals management responsibility on approximately 1.2 million acres of other Federal agency administered surface (e.g., Forest Service, Park Service, Fish and Wildlife Surface, Corp of Engineers) in the State.

Under the BLM minerals leasing program, the Federal surface managing agency has a responsibility for concurring in mineral leasing and development. BLM is actively working with other Federal agencies to improve Federal Mineral Ownership records and to ensure compatibility between agency activities and development of the mineral resource. Other Federal agency plans, and environmental or other project documents, are reviewed in order to assess how proposed surface management actions will affect development of the mineral resource. For example, frequent interagency coordination between BLM and the Forest Service concerns their planning efforts with regards to minerals development. Criteria have been prepared to evaluate the treatment of minerals development in planning efforts on the Nicolet and Chequamegon National Forests.

The surface managing agencies (SMA's) retain full authority to manage their programs and surface resources, even though BLM administers the underlying mineral estate.

Present management of BLM surface lands and mineral resources in Wisconsin is custodial.

II. PLANNING ISSUES AND DECISION CRITERIA

The two planning issues addressed in the Plan are lands disposal and minerals development. The bases for resolution of these issues were addressed in the Wisconsin Preplan and other planning documents which are available for public inspection at the Milwaukee District Office (MDO).

The Wisconsin Plan was prepared in accordance with the Federal Land Policy Management Act of 1976, Bureau planning regulations at 43 CFR 1601 et seq., Bureau Manual Sections 1601-1632 and State Director Guidance for Planning in the Eastern States Office. Existing information, developed chiefly during the management situation analysis for this planning effort, has been used as much as possible.

Several characteristics of BLM surface and mineral resources determine the specific planning approach. These are:

- A. A field inventory and county records review has revealed that many of the islands and mainland tracts are encumbered with some type of title conflict or unauthorized use. All of the mainland tracts lack final title verification. The State of Wisconsin has so far applied for 587 of the tracts under the authority of the Recreation and Public Purposes Act (R&PP). The Plan has dealt with all tracts as if BLM had clear ownership, although all title claims must be resolved prior to any implementation action.
- B. Given the scattered nature of BLM land ownership throughout the State, no site visits were initiated for planning. Planning is based on best available information and the potential for occurrence of sensitive surface values. After completion of the Plan, implementation will be on the basis of land reports with site-specific analysis.

- C. The Plan establishes management areas, goals, objectives and constraints for development of approximately 4,200 acres of Federal minerals under public land surface administered by BLM and approximately 148,000 acres of "split-estate" Federal minerals.
- D. There are approximately 1.2 million acres of Federal minerals under surface administered by other Federal agencies (primarily the Forest Service, Park Service, Corps of Engineers and other Department of Defense lands). These other Surface Managing Agencies (SMA's) are responsible for concurring in mineral leasing and development subject to such constraints as they may determine necessary to ensure compatibility with their projects, programs and activities.
- E. This planning effort does not make decisions for the management of Federal minerals under surface controlled by other SMA's. BLM is responsible for management of this Federal mineral resource, for evaluating mineral development potential and environmental impacts, for issuing decisions on mineral development applications, and for incorporating the needs of the SMA's into any permitted activities.
- F. BLM is actively encouraging coordination with the SMA's in Wisconsin in order to improve Federal Mineral Ownership (FMO) records and to provide for compatibility between SMA activities and development of the mineral resource.
- G. Federal minerals are generally unavailable for disposal unless it can be demonstrated that either (a) there are no known mineral values in the land, or (b) the reservation of the mineral rights is interfering with or precluding appropriate non-mineral development of the land and such development is a more beneficial use than mineral development. The requirements of Federal Land Policy and Management Act (FLPMA) Sec. 209 and applicable regulations must be satisfied. Therefore, disposal of Federal minerals has not been addressed in this planning effort.

The two resource allocation issues that the plan has dealt with are lands disposal and minerals development. The minerals resource development issue will focus primarily on hard-rock mineral exploration.

1. Mineral Development

The Plan delineates areas available for leasing or development and will indicate requirements for coordination with surface owners and restrictions needed to protect surface resource values. Minerals development in Wisconsin will be coordinated with other Federal, State and local land use plans.

Wisconsin has been excluded from the provisions of the Mining Law of 1872. Therefore, BLM does not have authority to permit development of Public Domain hard-rock minerals within the State. Oil and gas leasing and development are governed by the rules of 43 CFR Group 3100. Although the State of Wisconsin does not prohibit oil and gas activities, it has not, as yet, promulgated regulations to govern such activities on State-owned surface.

2. Disposal of BLM Surface Ownership

Disposal, for purposes of this Plan, is defined as any divestiture of surface management responsibility by BLM. Several methods of disposal are available to the Bureau, including transfers under the R&PP Act, exchanges utilizing a third party resulting in a reduction of BLM acreage, public sales, patents under Color-of-Title, and transfers to another Federal agency through withdrawal.

Much of the public land in Wisconsin is scattered and unsurveyed, with most of the tracts consisting of small islands. In most cases these tracts have public values that should remain in public ownership, but not necessarily under BLM administration. In such cases, these tracts could be transferred to other public agencies. Tracts which have low resource values could be offered to the public through sale procedures.

The policy of the Bureau regarding land disposal in the Eastern States was expressed by the Bureau's Director:

"The primary mission of the Eastern States Office [which includes the Milwaukee District Office] is recognized as minerals management, but within the multiple-use context provided by the Federal Land Policy and Management Act (FLMPA). Surface jurisdiction will be transferred on a systematic, planned basis to other State and Federal agencies where such transfers will not adversely impact utilization of economically significant mineral resources or where surface resource values exceed mineral values. This transfer will be accomplished using a streamlined land use planning process."

"In cases where appropriate recipients for transfer of surface ownership cannot be found, the Bureau of Land Management may: (1) retain Federal ownership and undertake custodial management; (2) retain Federal ownership and use cooperative agreements with public or non-profit bodies; or (3) offer the land for public sale. Decisions for appropriate public uses and/or public sale shall be made during the land use planning process. In exceptional circumstances, where important public interest values are identified and no other appropriate agency is available for management, the Bureau may retain Federal ownership and undertake a purposeful management program." (Instruction Memorandum No. 80-485, April 29, 1980.)

A parcel of BLM land cannot be disposed of unless the requirements of numerous laws and Executive Orders are satisfied. The Federal Land Policy and Management Act of 1976 provides for sales (Section 203), withdrawals (Section 204), exchanges (Section 206), and Recreation and Public Purposes Act leases and sales (Section 212).

Procedural requirements include cadastral survey, land appraisal, land report, adjudication, mineral interference

evaluation and land title verification. These requirements will be fulfilled following planning, during casework processing.

The Plan identifies the potential for sensitive surface values. Disposal decisions will be made contingent upon clearances for these values in the environmental analysis for specific tracts.

III. ALTERNATIVES

Both the National Environmental Policy Act (NEPA) regulations and BLM resource management planning regulations require the formulation of alternatives. Each alternative represents a plan to guide future management of public land and resources. One alternative must represent "no action", which means a continuation of present levels or systems of resource use.

Federal laws, regulations and executive orders require special consideration for certain public values under any given alternative. These include floodplains, wetlands, threatened and endangered species, and cultural resource sites. Mineral resource development is also governed by extensive laws and regulations. The following alternatives address only retention or disposal of BLM surface lands, and management objectives for mineral potential areas. The alternatives do not propose any changes in management from that required by law or regulation.

A. Alternatives Eliminated From Further Study

The following two alternatives were considered as possible methods of resolving specific issues identified in the Wisconsin planning effort, but were eliminated from further study due to technical, legal, and/or other constraints.

1. Surface Retention and Active Management

Retention and active management of Federal surface by BLM under foreseeable funding and staffing lands is not considered a reasonable alternative from practical, policy or sound resource management point of view.

2. Mineral Estate Disposal

Sale of Federal mineral estate to private persons is so constrained and limited by Section 209 of the Federal Land Policy and Management Act that it cannot be considered a reasonable areawide alternative. (Although this alternative will not be considered further, Section 209 applications will continue to be processed on a case-by-case basis.)

B. Preferred Alternative - The Proposed Plan

1. Lands Disposal

a. Proposed Decision

All BLM surface tracts are categorized for disposal and will be evaluated on a tract-by-tract basis against the criteria in Appendix A. Appendix A describes surface disposal options and criteria. Where possible, the preferred method of disposal will be by transfer to another public body or non-profit entity. Where subsequent site-specific analysis reveals no interest by another public or non-profit body, BLM tracts may be offered through sale or exchange to private ownership. Tracts will be retained under BLM administration only where sensitive or unique resource values merit continued public management and no other public or nonprofit entities are available or willing to assume jurisdiction. Management of retained tracts will be custodial. Preference for sale or transfer may be readjusted based on policy changes, as well as on site-specific analysis. If additional BLM surface tracts are revealed in the future, they will also be evaluated and categorized for disposal.

b. Implementation

The following actions will be necessary to implement this alternative:

- (1) Subsequent to plan approval, each tract will be scheduled for an on-site inspection and evaluation of renewable and mineral resource values and uses, resolution of occupancy or title conflict situations if any, and potential for transfer or sale. Sale terms and deed restrictions, if necessary, will reference applicable local or State land use requirements.
- (2) Any unauthorized use (occupancy), Color-of-Title or title conflict situation will be resolved prior to any other implementing action.
- (3) A land report will be prepared for each tract to present findings and recommend a preferred transfer option. The various transfer options available include:
 - (a) Recreation and Public Purposes Act lease or sale;
 - (b) Withdrawal on behalf of another Federal agency;
 - (c) Exchange between another Federal agency and a third party (private, State or local government);

(d) Color-of-Title patent for occupants who satisfy the requirements of the Color-of-Title Acts; and

(e) Sale.

(4) A site-specific environmental analysis will be prepared for each tract (or related groups of tracts) to evaluate the potential effects of the preferred transfer option and reasonable alternatives.

(5) Prior to any final transfer, a Notice of Realty Action (NORA) will be published to provide 45 days public notice and opportunity to comment on the action.

2. Minerals Development

a. Proposed Decision

The minerals management areas and objectives in Appendix B are adopted to guide minerals management in Wisconsin. The boundaries of the management areas (Map C) may be adjusted based on new resource data. If additional Federal Mineral Ownership is revealed in the future, they will also be managed within these guidelines. All exploration and development proposals will be evaluated on a site-specific basis.

All Federal Mineral Ownership is available for exploration and development except where legal or intergovernmental consistency requirements, administrative or Congressional designations, or surface resource sensitivity prohibit such activities.

b. Implementation

The following actions will be necessary to implement this alternative:

(1) Subsequent to plan approval, action planning will be pursued on a commodity-specific basis to develop specific management guidelines within each management class. Action planning will prioritize and schedule lease sales where appropriate.

(2) The comprehensive inventory of FMO status, currently underway in coordination with State and other Federal agencies, will continue to determine exact locations and descriptions of mineral ownership and its availability for development.

(3) Mineral leasing and development authorizations will in every case be preceded by environmental analysis, consultation with the surface owner and joint on-site inspections if appropriate, to evaluate the effects of the proposed action and any reasonable alternatives.

Environmental analyses will be done at the leasing and pre-drilling stages for oil and gas development.

- (4) Stipulations or conditions of approval will be attached to authorizations as appropriate to ensure resource conservation, to protect threatened or endangered species or cultural resource values, and to otherwise comply with applicable laws and regulations.
- (5) Periodic monitoring and inspections will be conducted to ensure compliance with the terms of authorizations and to mitigate any unforeseen consequences of development.

C. "No Action" Alternative

A "no action" alternative (no change from present management) will be evaluated in the environmental assessment for both lands and minerals, and will be considered the only other reasonable alternative.

1. Lands

BLM will retain all tracts under custodial-type management with processing of applications for Recreation and Public Purposes, public sales, withdrawals or transfers as needed on a case-by-case basis. Unauthorized uses and title conflicts will be cleared up as problems arise on a case-by-case basis.

2. Minerals

BLM will process non-competitive oil and gas lease applications by industry or private individuals on a case-by-case basis. New geologic structures will be identified by industry or by BLM only as they become apparent through the non-competitive leasing process. Hard-rock exploration permits will be processed on a case-by-case basis.

IV. AFFECTED ENVIRONMENT

BLM surface resource data summarized in this environmental assessment is taken from the Analysis of the Management Situation in Wisconsin, including District planning files, detailed island inventory surveys, previous Bureau planning documents and supporting studies. Minerals information contained in the assessment is taken from the District report Geology, Mineral Resources and Mineral Production Potential of the State of Wisconsin, and supporting mineral potential maps (1:500,000 scale). The Wisconsin Summary of the Management Situation contains a brief resource description of BLM-administered land and mineral resource values. District geologic and land inventory records and other planning support documents are available for public inspection at the District Office.

A. BLM Surface Tracts

BLM-administered surface which is considered in the Wisconsin Proposed Plan totals approximately 4,200 acres of public land. This acreage consists of 815 islands, 7 upland tracts, and 5 lake/river lots. The land ownership pattern is fragmented and extends through 59 Wisconsin counties. Tract size varies from .10 acres to 175 acres. Approximately 74 percent of the tracts average 2 acres or less. The majority of the islands (747) are unsurveyed.

A listing of the surface resources affected by the alternatives was previously published in the Summary of the Management Situation, and is further summarized as follows:

1. Threatened and Endangered Species

One hundred ninety-three (193) tracts have known occurrences of T&E species (plants and animals).

2. Floodplains

Seven hundred thirty-one (731) islands are within defined floodplains.

3. Wetlands and Coastal Zones

All 815 islands include wetlands. Fourteen (14) islands are within Wisconsin's Coastal Management Zone along Lake Michigan.

4. Cultural and Paleontological Resources

Ratings were made by the District Archaeologist using information contained in the District cultural resource management files, Class I, II, and III inventories, surveys by other archaeologists, and the professional literature. The ratings note that 26 tracts have high potential, 758 tracts have medium or low potential and 43 tracts have been cleared.

5. Wilderness and Scientific or Natural Areas (Federal and State)

All BLM tracts in Wisconsin were evaluated for their wilderness potential. All were found to be lacking wilderness characteristics. See the Federal Register announcement of March 3, 1982.

Twenty-four (24) islands are adjacent to or within areas proposed or designated by Wisconsin as natural or scientific areas. No tracts have been designated as Areas of Critical Environmental Concern.

6. Wild and Scenic Rivers

Five islands are in the St. Croix National Wild and Scenic Riverway. One hundred three (103) islands are in the Lower Wisconsin River (a study river in the Federal Wild and Scenic River Program).

7. Scenic and Visual Resources

Six hundred seventy-four (674) tracts were rated as having outstanding scenic qualities. However, most are too small for any viable visual resource potential. All islands are within "seen areas" of many recreation users. Scenic quality sensitivity to change is high due to the islands' small size.

8. Prime or Unique Farmlands

The islands' small size and inaccessibility limit their agricultural potential. None of the tracts meet the criteria for prime farmlands.

9. Air Quality and Water Resources

The State of Wisconsin is divided into eight air quality regions. Only one area of the State has a Class I airshed (Rainbow Lake located in the Chequamegon National Forest).

Water quality management planning has been ongoing in Wisconsin since the Federal Clean Water Act of 1972. The State is divided into 18 hydrologic planning regions. Plans have been prepared by the Dane County Regional Planning Commission (RPC), the Fox Valley Water Quality Planning Agency and the Southeastern Wisconsin RPC. Approximately 74 BLM surface tracts are located in these three regions.

B. Federal Minerals

BLM administers approximately 148,000 acres of Federal Mineral Ownership (FMO) under State, county or private surface ownership ("split-estate"). Federal minerals under BLM surface adds another 4,200 acres, for a total of 152,200 acres of FMO under consideration in this Wisconsin planning effort.

1. Inventory and Potential

Minerals potential maps for Wisconsin are included in Appendix B. Maps A and B indicate areas of Wisconsin which are prospectively valuable for oil and gas, and for various industrial metals.

To date most oil and gas leasing activities have occurred in northwestern Wisconsin. Amoco Production Company has been accumulating oil and gas leases for more than 250,000 acres in Ashland, Iron, and Bayfield Counties. Amoco is preparing to conduct geophysical surveys of the area. If the data collected is promising, drilling may begin as early as 1985.

Areas of high mineral resource potential extend from Chippewa County northeast through Florence and Marinette Counties. The area contains deposits and occurrences of massive sulfides of copper, zinc, and associated minerals. The probability of finding more of these deposits is considered very good as is the

likelihood of encountering other types of deposits .
Exploratory interest by industry is high, and is likely to increase as metal prices improve. To date, 40 prospecting permits on FMO are currently active, and 20 applications are pending.

The above information was extracted from the BLM report Geology, Mineral Resources and Mineral Production Potential of the State of Wisconsin. This report is available to the public upon request.

2. Surface Resource Values

Very little information is available at the present time on critical surface resource values (T&E species and cultural resources) over acquired Federal minerals, due to the large number and wide distribution of FMO parcels and the consequent logistics of data collection. Numerous surface owners (State, counties and private individuals) are involved. Information on these resources will be requested from surface owners and appropriate Federal agencies on a case-by-case basis as lease applications are filed.

V. ENVIRONMENTAL CONSEQUENCES

A. "No Action" Alternative

Under the "no action" alternative BLM minerals development would be less systematic, depriving Federal, State, and local governments of potential revenue. It would also preclude coordinated information gathering on Federal minerals, which might affect levels of development. Overall, lands and minerals actions would be processed on an as-needed basis. Planning coordination with State and local agencies would be piecemeal and unorganized.

For surface resource values, continued "no action" would not result in any significant difference in impacts since the same regulatory requirements apply in each case. However, retention by BLM without the capability for an action management posture would prolong the vulnerability of surface values to loss or damage by unauthorized use. Continued custodial management would delay resolution of title conflicts and questions over jurisdiction.

B. Preferred Alternative - The Proposed Plan

The environmental consequences are presented by resource category. Resource components that would not be impacted by the issues are not discussed.

1. Threatened and Endangered Species

a. Lands

The Analysis of the Management Situation identified 193 tracts with known occurrences. Site-specific environmental analyses will be prepared for each tract or group of tracts as a part of the case process. At that time, a Section 7 (Endangered Species Act of 1973) consultation will be conducted with the Fish and Wildlife Service for all tracts. No significant environmental consequences are anticipated.

b. Minerals

Little is known of the surface resources on split-estate Federal Mineral Ownership. However, the Plan's procedures for mineral development require that an environmental analysis along with any surface owner consultation be initiated prior to any mineral leasing/development authorization. Appropriate stipulations developed as a part of case processing should ensure protection of resource values and mitigate impacts which may result from the implementation of the preferred alternative. Therefore, no significant environmental consequences are anticipated.

2. Floodplains

The Analysis of the Management Situation identified 731 islands within defined floodplains. A portion of the Federal Mineral Ownership may also be classified as such. Executive Order 11988 requires Federal agencies to avoid, to the extent possible, the long and short term impacts associated with occupancy or modification of floodplains. BLM will evaluate the potential effects of any implementing action it may take in a floodplain and will develop appropriate stipulations to ensure compliance with applicable Federal, State and local laws or policies. No significant environmental consequences are anticipated.

3. Wetlands and Coastal Zones

All but 12 tracts (7 upland tracts and 5 river or lake lots) include wetlands. Undoubtedly some Federal Mineral Ownership will also fall within this classification. Executive Order 11990 details the special considerations to be met when considering actions which may affect wetlands. Federal agencies are to take action to minimize the destruction, loss or degradation of wetlands and are required to preserve and enhance their natural or beneficial values when implementing programs affecting land use. Environmental analysis of implementing actions will ensure development of applicable stipulations to protect this critical resource, in accordance with current BLM policy. Therefore, no significant impacts are anticipated.

Although Federal lands are excluded from the Coastal Zone Management program, Federal agencies are required to make a consistency determination for Federal programs within the Coastal Zone through consultation with Wisconsin's Coastal Zone Management Council. This will be done on a case-by-case basis for each specific land transfer, sale or exchange. No significant environmental impacts are anticipated.

4. Cultural and Paleontological Resources

The Analysis of the Management Situation identified 784 tracts with potential for cultural resources. Undoubtedly some Federal Mineral Ownership will also contain cultural resource values. Thorough evaluations, including a determination of eligibility for the National Register of Historic Places and State Historic Preservation Officer clearances, will be conducted as part of the environmental analyses prior to any lands or mineral actions. Protection of historic and paleontological resources will be ensured in accordance with current Bureau policy. Therefore, no significant environmental consequences are anticipated.

5. Wilderness and Scientific or Natural Areas

The Analysis of the Management Situation identified 24 BLM islands adjacent to or within areas proposed or designated by Wisconsin as natural or scientific areas. Some Federal Mineral Ownership may also fall under or lie adjacent to these areas. Prior to any lands or minerals action the location of the Federal Mineral Ownership and surface parcels will be evaluated for their contribution to the quality of the management program implemented by the State. As a part of the case process appropriate stipulations will be developed to mitigate potential impacts resulting from specific lands and minerals development actions. Therefore, no significant environmental consequences are anticipated.

6. Wild and Scenic Rivers

The Analysis of the Management Situation identified 108 BLM islands located in existing or proposed National Wild and Scenic Riverways. The identified tracts along with any Federal Mineral Ownership will be evaluated for their contribution or impact to the quality of the management program being implemented. The Wild and Scenic Rivers Act established a National Wild and Scenic Rivers System to protect selected rivers for present and future generations. Recognizing the management thrust of this legislation specific lands or minerals actions would be evaluated accordingly, during the case process for their potential contribution or impacts. Therefore, no significant environmental consequences are anticipated.

7. Scenic and Visual Resources

No changes in surface use of disposed BLM tracts are expected to occur due to local zoning and land use controls. No significant environmental consequences are anticipated.

8. Prime or Unique Farmlands

None of the surface tracts met the criteria for prime farmlands. During development of FMO under State or private surface, any adverse impacts to prime or unique farmland will be mitigated in consultation with the surface owner. No significant environmental consequences are anticipated.

9. Air Quality and Water Resources

No changes in surface use of disposed BLM tracts are expected to occur due to local zoning and land use controls. Implementation of the Plan with respect to minerals development will require consultation with affected parties prior to any final actions. Therefore, no significant environmental consequences are anticipated.

10. Social and Economic Factors

Social and economic impacts resulting from tract disposal would be insignificant Statewide and regionally. Changes in the land use will have a localized effect insofar as the aesthetic or natural visual character, but almost no economic impacts, locally, depending on the use in question. Minerals resources and its associated development, could have a significantly greater impacts, locally and regionally. Social and economic impacts resulting from mineral development will be addressed during environmental analysis for specific minerals development actions. Therefore, no significant environmental consequences are anticipated.

11. Public Use and Recreation

a. Lands

The objective is to keep public values in public (non-BLM) ownership. Lands identified as having value for public use and recreation should be managed for the benefit of the overall public. Only parcels of little or no public value will be offered for sale. Tracts with public recreational value may be sold if they have no public access across private lands. Therefore, no significant environmental consequences are anticipated.

b. Minerals

Public lands overlying Federal Mineral Ownership which is eventually developed for minerals will be at least temporarily lost to public use. The amount of land affected

is expected to be minimal, and potential impacts will be evaluated during site-specific analysis for every proposed action. Therefore, no significant environmental consequences are anticipated.

C. Alternatives Comparison Summary

Selection of the preferred alternative would adopt an active management approach to BLM lands and mineral resources. This management orientation would stress multiple-use and integration of surface and subsurface resource management activities, and would provide management direction for resources of special importance.

The "no action" alternative would reflect continued custodial management of BLM lands and resources. Lands and minerals actions would be processed on an as-needed basis. Unauthorized uses and title conflicts would be resolved on a case-by-case basis rather than a coordinated approach.

Neither the preferred alternative nor the "no action" alternative would have any significant environmental effects. However, the surface disposal provisions of the preferred alternative are environmentally preferable, since they would result in identification of surface values, and would attempt to place these values under appropriate management. The mineral development provisions would provide better management control over the pace of development and the mitigation of impacts than would be possible under the "no action" alternative.

Provisions in the proposed plan which direct lands disposal and minerals development do not represent an irreversible or irretrievable commitment of resources. Implementation of the plan will ensure that critical resource values are protected. In the case of lands disposal, many of the tracts will be transferred to other agencies which have the capability for long term active resource management and protection. Tracts which pass to the private sector will contain sale terms and deed restrictions which reference applicable local or State land use requirements. In the case of minerals development, the same laws and regulations will also ensure protection of critical resource values. Mitigation measures developed as part of casework processing should ensure protection of resource values and mitigate any significant environmental, economic or social impacts resulting from development proposals.

VI. CONSULTATION AND COORDINATION

A. Consistency

BLM planning efforts are required to be consistent with officially approved or adopted plans of other Federal, State and local government agencies and Indian tribes. In the absence of an officially approved plan, BLM planning efforts are to be consistent with officially approved and adopted resource related policies and

programs. Through meetings, scheduled mailings and personal contacts, all parties have been kept apprised of the Wisconsin planning effort.

Under the consistency provisions, the proposed Wisconsin Plan is presumed to be consistent unless the District has been notified in writing of an apparent inconsistency. Consultation and coordination with all affected parties have identified no inconsistencies.

Implementation of the Plan requires public notification and consultation prior to any final actions. Casework processing for lands disposal actions requires publication of a Notice of Realty Action (NORA). The NORA provides 45 days public notice and opportunity to comment on the proposed action. Implementation actions for minerals require consultation with affected parties (surface owner, State or local government agencies) prior to the issuance of mineral leasing and development authorizations.

Some inconsistencies may emerge during casework processing for lands disposal or minerals development. These will be discussed and negotiated within the limits of Federal law in each case.

B. Public Participation

Over 340 public agencies, organizations, industry representatives and persons were individually contacted at the following planning steps:

1. June 1984 Announcement of renewal of resource planning in Wisconsin.
2. September 1984 Release of the Wisconsin Summary of the Management Situation.
3. February 1985 Release of the Wisconsin Proposed Plan and Environmental Assessment.

At certain steps in the planning process the following general public notifications were released:

1. June 1984 Notice of Intent (NOI) to renew planning to Federal Register. News release to Wisconsin newspapers and other media.
2. September 1984 News release announcing availability of the Wisconsin Summary of the Management Situation.
3. February 1985 News release announcing availability of the Wisconsin Proposed Plan and Environmental Assessment.

Table 1 lists a summary of the various parties which received the Wisconsin Summary of the Management Situation.

Table 2 provides a detailed listing of the agencies, governmental units, and private sector corporations and individuals who asked for further information or sent comments to the District. This information is available in the public contact record, which is available for public inspection at the District Office.

Table 1

District Summary of Public Comments and Inquiries

Wisconsin Planning Effort

June 1984 - January 1985

<u>District Mailing Category</u>	<u>Initial Mailings</u>	<u>Inquiries or Comments Received</u>
1. Congressional Offices	27	2
2. Federal Agencies	34	11
3. Indian Tribal Governments	12	3
4. State Agencies/Academic	26	9
5. Conservation/Non-Profit Groups	20	3
6. Regional Governments	12	4
7. County/Municipal Governments	105	20
8. Private Sector Commercial*	61	12
9. Private Individuals	48	22

*Private sector commercial includes public utilities, minerals interests, banks, law offices, media.

Table 2

Detailed Listing of Comments and Inquiries Received

June 1984 - January 1985

Congressional Offices

1. Congressman Moody, Roxanne Frank representing
2. Congressman Aspen, Mark Waggoner representing

Federal Agencies

1. Army Corps of Engineers
2. Federal Aviation Administration
3. Bureau of Indian Affairs (Great Lakes Agency and Minneapolis Area Office)
4. National Oceanic and Atmospheric Administration
5. Chequamegon National Forest
6. Geological Survey Water Resources Division
7. Soil Conservation Service
8. Fish and Wildlife Service
9. National Park Service (Omaha, Nebraska and St. Croix Falls, Wisconsin)
10. Environmental Protection Agency - Region V
11. Bureau of Mines

Indian Tribal Governments/Agencies

1. Great Lakes Indian Fish and Wildlife Commission
2. Wisconsin Winnebago Business Committee
3. Lac Courte Oreilles Tribal Government Planning Department

State Agencies/Academic

1. Wisconsin Governor's Office
2. Wisconsin Department of Natural Resources, General Secretary
3. Wisconsin Geologic and Natural History Survey
4. Wisconsin Department of Natural Resources, Southern District
5. Wisconsin Department of Natural Resources, Bureau of Real Estate
6. Wisconsin Department of Natural Resources, Hazardous Waste Management Section
7. University of Wisconsin, Department of Agricultural Economics, Madison
8. Wisconsin Department of Natural Resources - Division of Resource Management
9. Wisconsin Department of Administration

Conservation/Non-Profit Groups

1. Wisconsin Public Service Corporation
2. Wisconsin Wildlife Federation
3. Isaac Walton League, Wisconsin State Division

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Regional Governments

1. Southeast Wisconsin Regional Planning Commission
2. Mississippi River Regional Planning Commission
3. West Central Wisconsin Regional Planning Commission
4. Dane County Regional Planning Commission

County/Municipal Governments

1. Rock County Department of Public Works
2. City of Wisconsin Rapids Department of City Engineering
3. Door County Planning Commission
4. Waushara County Office of Zoning Administration
5. Lincoln County Forestry Department
6. Burnett County Office of Zoning Administration
7. Racine County Planning and Development Commission
8. Pepin County Office of Zoning Administration
9. Dodge County Planning and Development Department
10. City of Watertown Department of City Engineering
11. Waukesha County Park and Planning Commission
12. Kenosha County Office of Planning and Zoning Administration
13. Lincoln County Office of Zoning Administration
14. Sawyer County Office of Zoning Administration
15. Oneida County University Extension
16. Wood County Office of Zoning Administration and Sanitation
17. Marquette County Office of Zoning Administration
18. Jackson County Department of Public Health
19. Milwaukee County Department of Parks, Recreation, and Culture
20. Iowa County Office of Zoning Administration

Private Sector Commercial

1. AMOCO Production Company
2. Atlantic Richfield Company
3. Minerals Exploration Coalition
4. Northern States Power Company
5. Chevron USA, Incorporated
6. Wisconsin Electric
7. Wisconsin Valley Improvement Company
8. New Energy Technology
9. The Post-Crescent
10. McDade and Lee Law Office
11. Marion State Bank
12. The Daily Citizen

Private Individuals

1. Lee Rogowski
2. Mrs. Henry Prelozni
3. Roy A. Johnson
4. J.L. Jeffers
5. Lillian R. La Pointe

C. Analysis of Public Comments

The public comments received reflect a generally positive attitude on the part of the State of Wisconsin and its citizens for natural resources development. Concerns include environmental protection, consistency with regional and local planning efforts, and full public disclosure. A general summary of the public comments is given below. The comments focused primarily on the Wisconsin Summary of the Management Situation or involved requests for further ownership data.

In all cases comments received by the District were evaluated. Subsequent follow-up correspondence together with all comments received are a part of the public contact record which is available for public inspection at the District Office.

1. General Public

Few significant comments were received from the general public at large. Most of the public contacts were from private individuals requesting information on Bureau of Land Management land sale procedures, or for additional copies of the Wisconsin Summary. A number of individual comments opposed the disposal of Bureau of Land Management surface tracts. Other comments noted support for disposal by transfer to other public agencies but opposed any direct sales to the private sector at large.

2. Federal Agencies

Federal agency comments were mixed. No significant issues were raised at the outset of planning or on the Wisconsin Summary. There were a number of requests for more detailed Federal mineral ownership information. Other agencies inquired as to the status of pending land actions on Bureau of Land Management tracts located within areas of other agency surface management responsibility. Other comments supported the provisions contained in the preferred alternatives for lands and minerals.

3. Regional Planning Councils

Comments received from the regional councils generally supported provisions contained in the preferred alternatives for lands and minerals. However, planning consistency between the Bureau of Land Management and local or county planning efforts appeared as a general concern. This concern was specifically identified by the Southeastern Wisconsin Regional Planning Commission.

4. County/Municipal Governments

Many of the comments received from county and municipal governments underscore the concern for planning consistency between the Bureau of Land Management and local or county planning efforts. Many Bureau of Land Management surface tracts fall within sensitive environmental areas. In a number

Table 2, page 3

6. Mike Avina
7. Clarence Goetsch
8. Linda Matson
9. Thomas Forest
10. L. Donald Johnson
11. Jerome P. Eichelkraut
12. Kevin P. Kirsh
13. Tod Taylor
14. John J. Kleindl
15. Kevin Berger
16. Don Zeitelhack
17. Marcia Kruna
18. Theo Jonkel
19. Nick D. Betty
20. Russell C. Magnuson
21. Harry Swanson
22. Augustus B. Moorly

of instances county or municipal governments have zoned these areas for open space which effectively prohibits any kind of development. Other comments have identified ownership and Color-of-Title problems, or potential unauthorized uses.

5. State Agencies

A number of State agencies gave the Wisconsin Summary a thorough review. Overall comments noted by the Department of Natural Resources found both the Summary and the minerals resource management objectives to be analytically comprehensive and with a few exceptions technically and scientifically accurate. Comments received from the Geologic and Natural History Survey elaborated at more length on the minerals concerns noted in the Department of Natural Resources assessment. A number of their suggestions were implemented in the proposed plan.

6. Private Sector Commercial

Many of the comments received dealt with requests for detailed Federal mineral ownership information. Two sets of industry comments received at the outset of planning identified minerals issues which were not felt to warrant discussion in the plan. Specific concerns focused on minerals access, information gathering, and how the plan provisions would address compatibility of uses. The Bureau of Land Management responded directly and at length to both sets of comments.

D. Chronology of Intergovernmental Coordination

March 1981

Sent letters to State, local governments, Regional Planning Commissions, and Federal agencies to represent their input as to interest in acquiring Bureau of Land Management lands, identifying any resource values or surface planning issues.

March - July 1981

Received various letters of interest from State and local agencies for Bureau of Land Management lands.

August 1981

The Wisconsin Department of Natural Resources submitted an official list of lands they were interested in acquiring under the Recreation and Public Purposes Act 593 islands were tentatively identified.

May 1984

Memorandum of Understanding between the Bureau of Land Management and the State of Wisconsin was signed. Sent notices and letters to Federal, State and local government agencies and to the general

public announcing renewal of planning and requesting comments on the planning proposal.

August 1984

Met with staff of the Wisconsin Department of Natural Resources to brief them as the planning effort and to further refine the list of islands identified in their 1981 application for transfer under Recreation and Public Purposes.

September 1984

Sent the Summary of the Management Situation (inventory data and draft preferred alternatives) to Federal, State and local government agencies, and to the general public for review and comment.

APPENDIX A

Surface Disposal Options and Criteria

The Bureau of Land Management (BLM) has been concerned with the need for land adjustment for many years. The public land pattern in Wisconsin is fragmented, with approximately 4,200 acres existing in a scattered pattern of relatively small tracts consisting mostly of river or lake islands.

BLM is authorized to enter into land adjustments through the Federal Land Policy and Management Act of 1976 (FLPMA) and other public land laws. The principle also applies to adjustments in the mineral estate of lands, particularly where there is a split-estate situation with federally owned mineral estate and privately owned surface, or vice versa.

Major types of land adjustment concerning BLM in the planning area are:

1. Recreation and Public Purposes Transfers;
2. Public Sales;
3. Withdrawals;
4. Complex Multi-Party Exchanges; and
5. Color-of-Title Act Patents.

In implementing the Plan in Wisconsin, BLM will be especially concerned with improving management of public values and resources. This involves more than simply disposing of isolated parcels. The Bureau's disposal decisions will be made after site-specific analysis and study of land use potential.

Realty actions are designed to meet FLPMA and NEPA requirements, and to implement BLM planning decisions effectively. The overall goal of the program is to improve public land management through a variety of methods, including sale, exchange, or other methods of transfer.

I. Land Pattern Disposal Criteria

These criteria are designed to provide the manager flexibility in responding to circumstances which dictate the final disposition of each tract. Although the proposed plan calls for disposal of all tracts in Wisconsin, each tract will be evaluated against the following criteria to confirm that disposal is appropriate and to determine the method of disposal.

A. Disposal

Lands with the following characteristics will be sold, exchanged or transferred in the public interest:

1. Lands of limited or no public value.
2. Widely scattered parcels which are difficult or uneconomical for BLM to manage with anything beyond minimal custodial administration.

3. Lands with high public values proper for management by other Federal agencies, or State or local government.
4. Lands which will serve important public objectives (such as community expansion) as provided in the Federal Land Policy and Management Act (FLPMA) Sec. 203(a)(3).
5. Lands which are not required for specific public purposes.
6. Lands where disposal would increase the range of economic opportunities provided to the general public.
7. Lands in which the highest value or most appropriate long-term use is agriculture, or commercial or industrial development.
8. Lands without legal public access.

B. Retention

Lands with the following characteristics will remain in Federal ownership and be managed by BLM.

1. Areas where disposal of the surface would unnecessarily interfere with the logical development of the mineral estate, e.g., surface minerals, coal, phosphate, known geologic structures, etc.
2. Public lands withdrawn by BLM or other Federal agency for which the purpose of the withdrawal remains valid.

APPENDIX B

Minerals Management Areas and Objectives

The entire State has been classified into Management Areas I, II, III or IV representing various mineral development potential categories. The enclosed maps illustrate the general location of these areas.

The classifications presented here are not generally of sufficient detail for use as actual mineral potential evaluations. If mineral related activities or disposal actions are proposed for a tract of Federal land, detailed studies, which may involve exploratory operations, must be undertaken to assess the area-specific value of any minerals present. Furthermore, Public Domain hard-rock minerals in the State of Wisconsin are not currently available for lease or location under existing law. Unless Congress enacts legislation providing for the leasing or disposal of these minerals, they will remain unavailable for development. Congressional action may be initiated in the future as a result of an increase in industry interest in these minerals.

The following are the definitions and objectives for each of the four classes of management areas:

I. Class I Management Area (High Resource Potential)

A. Definition

1. Those areas known to host mineral deposits of present economic interest, including exploration or production interest.
2. Those areas suspected to host mineral deposits based on geologic similarities to areas of present economic interest.

B. Objectives

1. Retain Federal Mineral Ownership.
2. Maintain availability of Federal Mineral Ownership for mineral exploration and development, contingent upon protection of surface values and formulation of a leasing mechanism.
3. Cooperate with and assist other Federal agencies, State and local government bodies and other entities in mineral leasing and regulatory activities.
4. Actively determine Federal Mineral Ownership in response to prospecting permit applications.
5. Conduct valuable discovery and Preference Right Leasing determinations in conjunction with Eastern States Office.

II. Class II Management Areas (Moderate Resource Potential)

A. Definition

1. Those areas known to host mineral deposits of past economic interest.
2. Those areas suspected to host mineral deposits, based on known occurrences, appropriate geological settings, or geological similarities to areas of past economic interest.

B. Objectives

1. Retain Federal Mineral Ownership.
2. Make Federal lands available for oil and gas exploration (through non-competitive leasing) and solid mineral prospecting contingent upon environmental and procedural reviews.
3. Determine Federal Mineral Ownership and resolve mineral title conflicts in response to prospecting permit and oil and gas non-competitive lease application.
4. Pursue curative actions for existing legislation to allow leasing and development of solid minerals under Public Domain.

III. Class III Management Areas (Low Resource Potential)

A. Definition

Those areas having little or no mineral production potential, although minerals or mineral materials may be present in subeconomic amounts.

B. Objectives

1. Federal mineral estate may be available for disposal, contingent upon site-specific mineral inventory to be made prior to disposal.
2. Determine Federal Mineral Ownership and its status (leased, non-leased or permitted).
3. Resolve mineral title conflicts in response to mineral leasing and permitting applications.

IV. Class IV Management Area (Common Variety Minerals and Mineral Materials)

A. Definition

Those areas known or suspected to host deposits of sand, gravel, stone, clay, or other commodity which is:

1. Useful and valuable for purposes which could be served by other varieties of the same commodity; and
2. Of no higher intrinsic value than similar material from other deposits (value may be significantly altered by deposit size or setting, by depth of overburden, by distance to transportation networks, markets, or sites of use, or by other external factors).

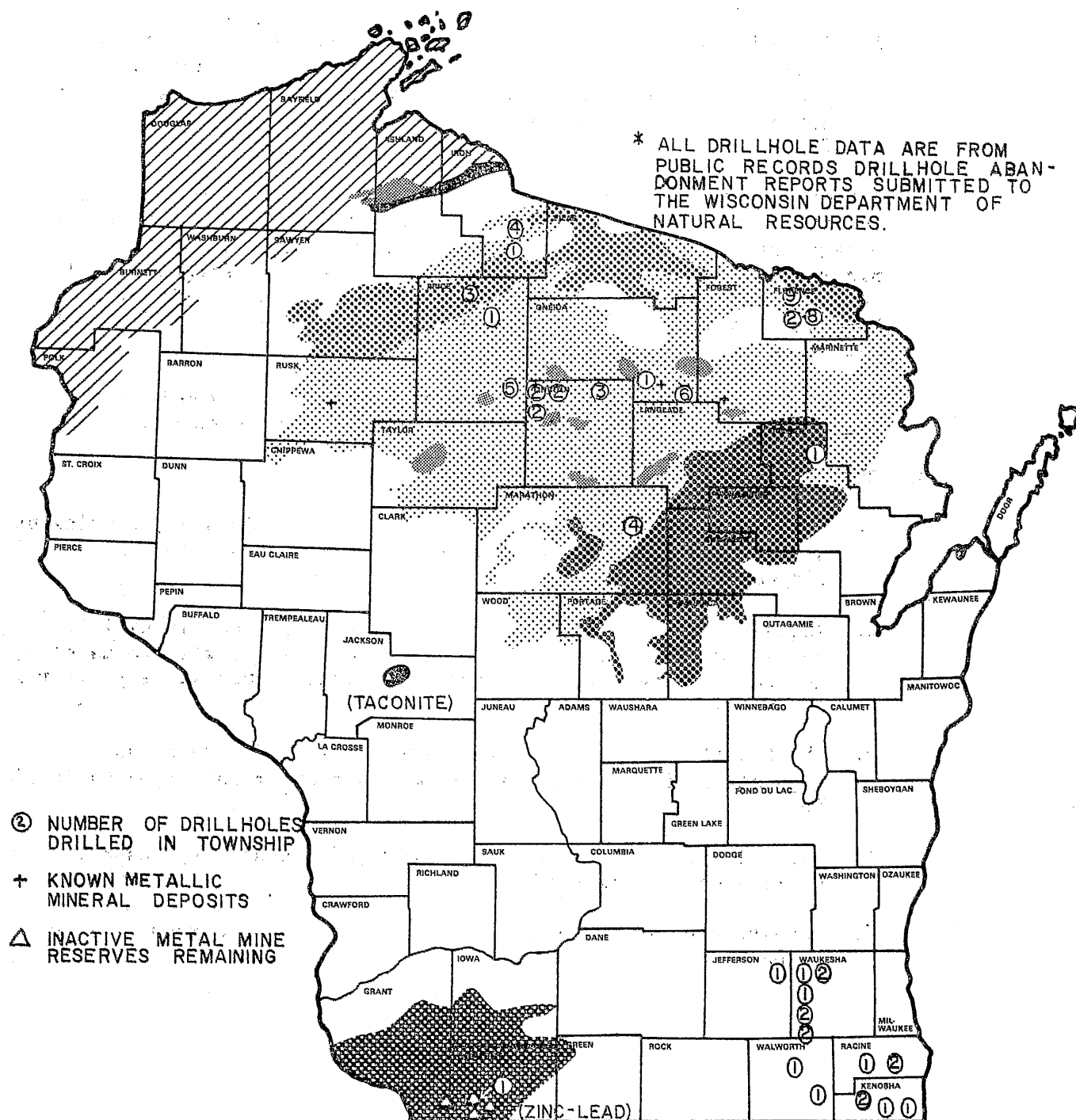
The difference between common and uncommon varieties of minerals is important and difficult to determine in some cases. The Class IV Management Areas denote deposits of common variety (salable) minerals, but may contain Class I or II Management Areas. Should uncommon varieties of sand, gravel, stone, or clay be discovered on Federal lands, those lands will be treated as Class I or Class II Management Areas.

Class IV management areas are considered to occur throughout the State, and are therefore not indicated on the enclosed Map C.

B. Objectives

1. Federal mineral estate may be available for disposal, contingent upon site-specific mineral inventory to be made prior to disposal.
2. Requests for sale of Federal common variety minerals will be processed on a case-by-case basis. No attempts will be made to generate interest in purchases of Federal common variety mineral deposits.
3. The Forest Service maintains responsibility for sales and regulation of activities for common variety minerals on National Forest lands.
4. Determine Federal Mineral Ownership and its status (leased, non-leased or permitted).
5. Resolve mineral title conflicts in response to commodity sales requests.

MAP A. AREAS OF METALLIC MINERAL POTENTIAL-WISCONSIN



HIGH POTENTIAL - MASSIVE SULFIDES
(Zn, Cu, Ag, Au, Pb, ASSOC.)

MODERATE POTENTIAL - MASSIVE SULFIDES,
Fe, U

MODERATE POTENTIAL
(Fe)

MODERATE POTENTIAL
(Zr, Th, REE)

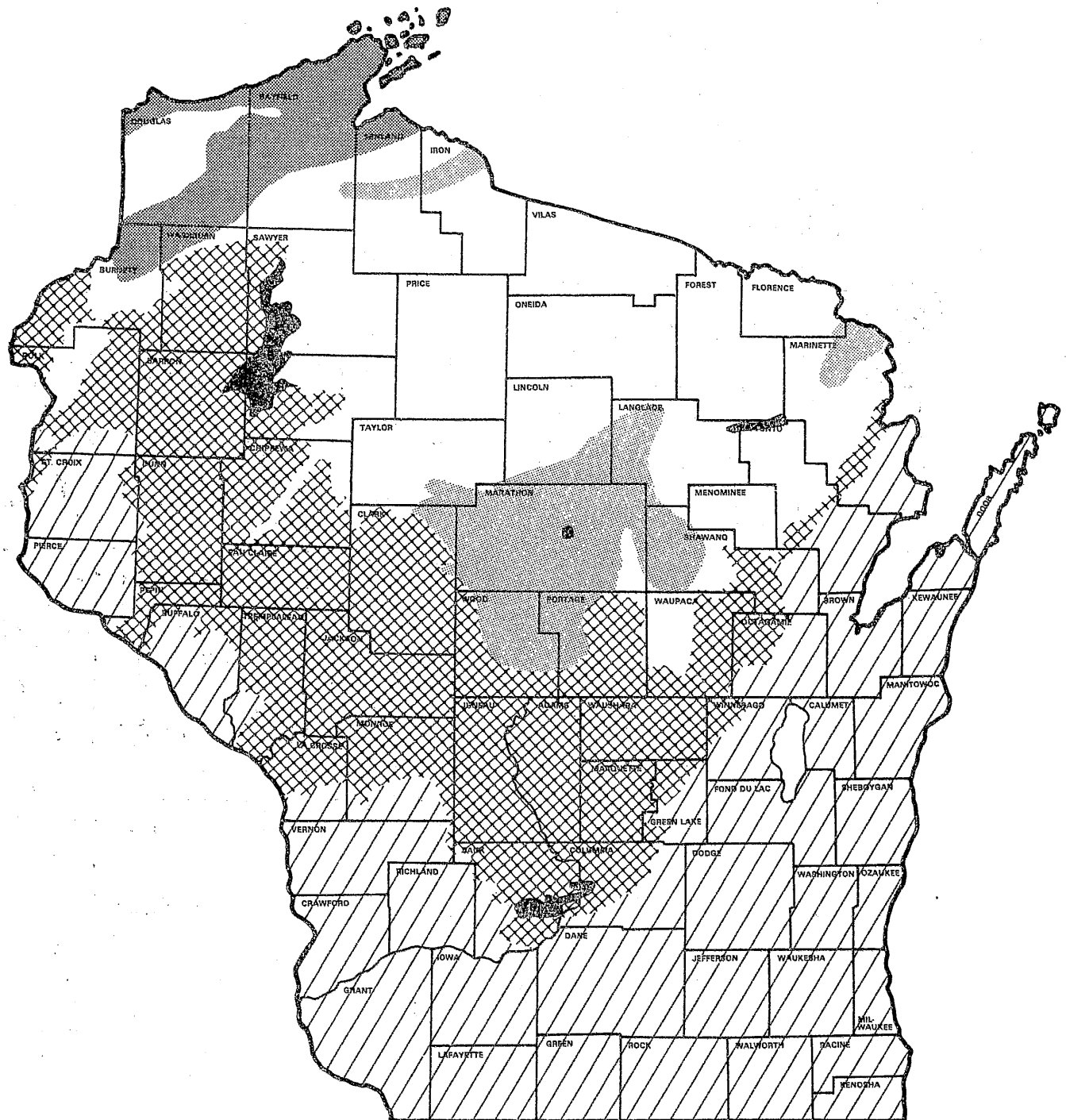
MODERATE POTENTIAL - UPPER
MISS. VALLEY DISTRICT
(Zn, Pb, Ba, Cu, Ag, ASSOC.)

MODERATE POTENTIAL
(Cr, Ni, Cu, Ti, V, Pt)
* MANY AREAS TOO SMALL TO SHOW

MODERATE POTENTIAL
(Cu, Ag)

LOW POTENTIAL

MAP B. AREAS OF NON-METALLIC MINERAL POTENTIAL-WISCONSIN



PRECAMBRIAN : QUARTZITE
(CRUSHED, DIMENSION, ABRASIVE)



PRECAMBRIAN : GRANITE (DIMENSION),
TRAP, DOLOMITIC MARBLE (CRUSHED)



PRECAMBRIAN : wildcat oil leasing area

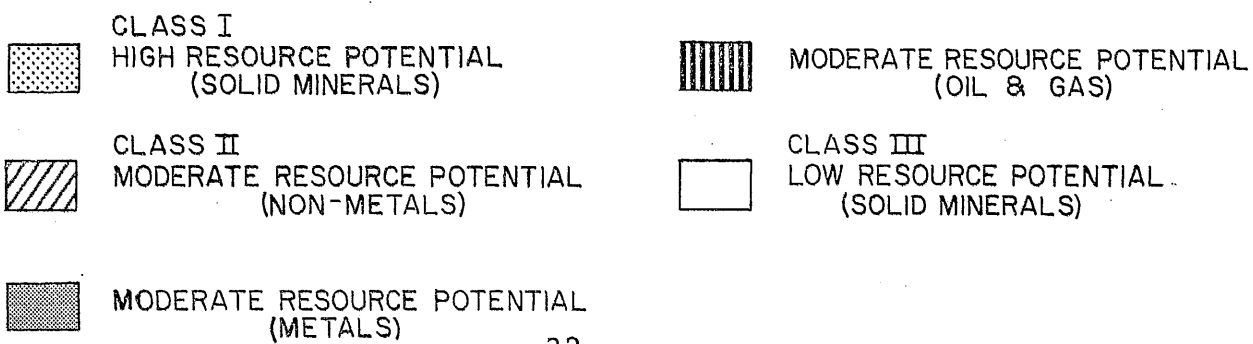
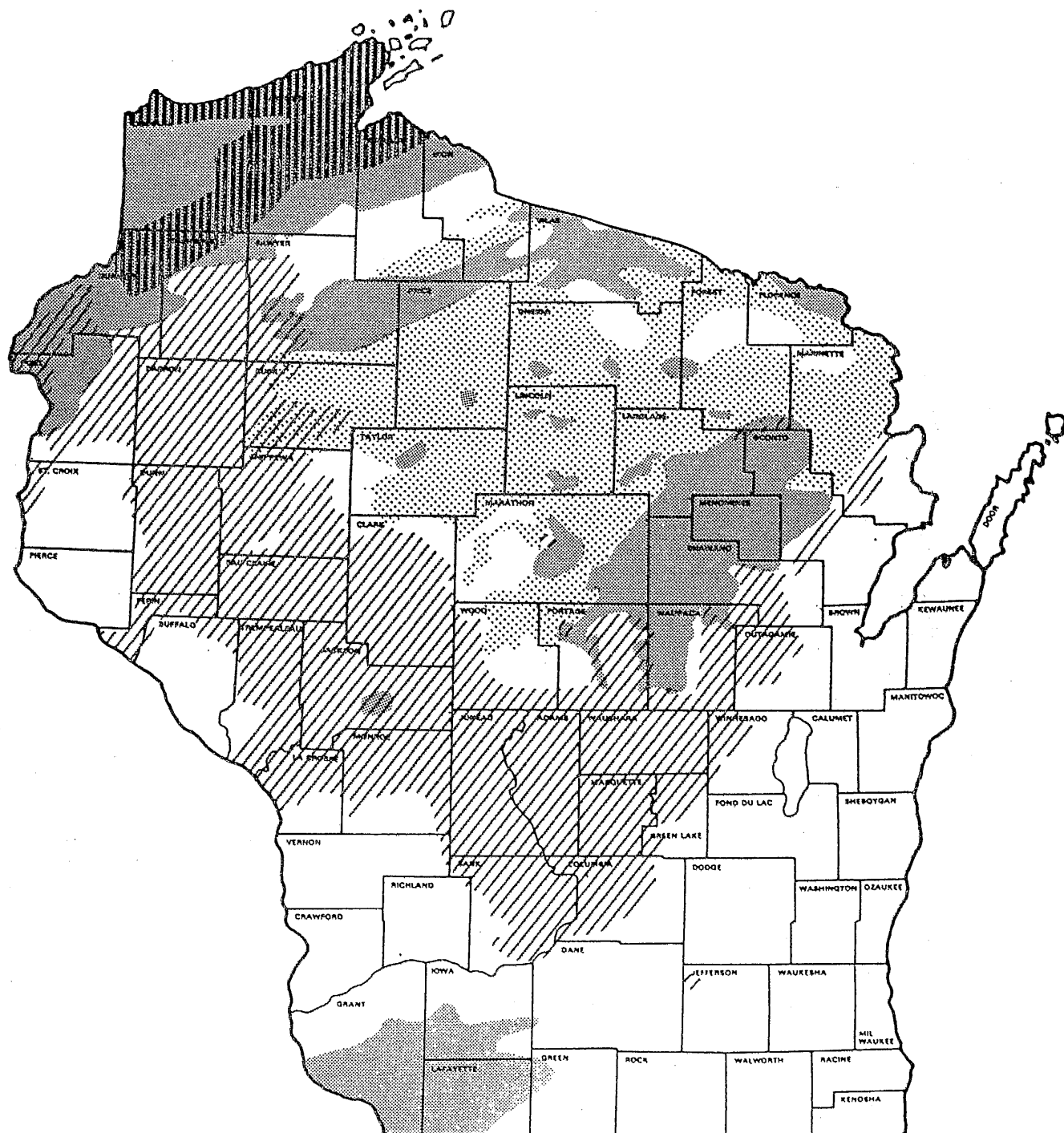


CAMBRIAN : SANDSTONE
(SILICA AND INDUSTRIAL SAND,
CRUSHED STONE)



PALEOZOIC : DOLOMITE
(CRUSHED AND DIMENSION, LIME)
CLAY (COMMON)

MAP C. MINERAL RESOURCE MANAGEMENT AREAS-WISCONSIN



APPENDIX C

Principal Preparers and Their Responsibilities

Many Milwaukee District Office personnel were involved in the preparation of this planning effort. Frequent meetings and daily informal conversations were held among staff, supervisors and management. Interdisciplinary coordination was particularly intensive during preplanning, identification of issues and criteria, Summary of the Management Situation, development of alternatives and review of the Proposed Plan and Environmental Assessment. The staff members principally responsible for the conduct of this planning effort are cited below.

Gary Lipp - District Planning Coordinator (Team Leader)

Coordinated the planning effort. Ensured timeliness and quality control of other preparers' contributions. Wrote, edited and conducted internal reviews of planning documents, including the Summary of the Management Situation, Proposed Plan and Environmental Assessment, Decision Record, Approved Plan, and associated press releases and letters for public participation and intergovernmental coordination. Maintained public and intergovernmental contact files and responded to requests for information. Maintained contacts with State and local governmental units and conducted briefings for key State officials, industry representatives and others.

Bill Grossi - Natural Resource Specialist

Identified potential for and assess impacts on threatened and endangered species, wetlands, floodplains, prime farmlands and areas of critical environmental concern.

Duane Marti - Cultural Resource Specialist

Identified potential for and assess impacts on historic and cultural resources, recreation values and visual resources.

John Rakowski - Realty Specialist

Developed disposal/retention recommendations and rationale for plan. Identified support needs and implementation sequences.

Paula Langley - Geologist

Identified and verified Federal Mineral Ownership to the extent possible. Initiated contacts with other Federal agencies in Wisconsin to improve mineral estate records.

Jeff Nolder - Geologist

Developed minerals inventory and the assessment of development potential. Defined management areas and developed objectives for mineral resources.

